

# Development of Apparature Human Resources to Increase Performance in Efforts to Establish Good Governance (Study on Instalment of Secretary of Village to be Civil Servant in North Tapin Sub-District, Tapin Regency, South Kalimantan Province)

Padliantor<sup>1\*</sup> Sumartono<sup>2</sup> Bambang Supriyono<sup>2</sup> Khairul Muluk<sup>2</sup>

1. Student at the Doctoral Program of Public Administration, Faculty of Administrative Science, Brawijaya University, Malang, East Java, Indonesia

2. Faculty of Administrative Science, Brawijaya University, Malang, East Java. Indonesia

\*E-mail of corresponding author: padliantor\_fiaub@yahoo.com

## Abstract

The research has the objectives on describing and analyzing of development and performance of apparatus human resources of Sekretaris Desa (Secretary of Village) which installed as PNS (Civil Servant), describe and analyze the supporting factor and hindering ones in developing of apparatus human resources of Sekretaris Desa (Secretary of Village) which installed as PNS and found the model of development of Sekretaris Desa (Secretary of Village) which installed as PNS in the efforts to establish good governance.

The results of the research showed that if the model of development of recruited Secretary of Village has been planned, in accordance and programmed, effective and efficient, the good governance can be established in development of village governance and public policy.

**Keywords:** development, apparatus human resource, good governance.

## 1. Introduction

Apparature human resources is one which available in governmental institution in proceeding of governmental task and public service. In line with the changes and organizational development, therefore it needs efforts to increase work productivity.

The rule in Undang-Undang (Law) Number 32 of Year 2004 article 202 verse 3 explains that the position of Secretary of Village will be fulfilled by civil servant which has adequate qualification. The law gives explanation that the most fundamental in the village governance is the recruiting of Secretary of Village to be civil servant. The objective is by recruiting the Secretary of Village as civil servant, then she/he acts as prime mover of village governmental organization, able to create village administration in ordered manner and able to give the service to the people and having the fixed work hour.

The change is implemented by considering that the village governance become spearhead of all the business or issues which directly connecting to the people, either in running the governmental task, development, society related activity, and public service and all the task delegated from regency/municipality government to the village government. This thing may not be able to be established without good human resources from village government's apparatus especially Secretary of Village.

The requirements for Secretary of Village in order to be able to be recruited as civil servant is written in Government Regulation Number 45 of Year 2007 on The Requirements and Procedure of Recruiting of Secretary of Village to be Civil Servant.

The development of apparatus human resources as an effort to increase capacity and capability is conducted by considering several dimensions and focus as written in Table 1 as follows:

Table 1. Dimension and Focus of Capacity – Building Initiatives

Dimension	Focus	Types of Activities
Human resource development	Supply of profesional and technical personel	Training, salaries, conditions of work, recruitment
Organization strengthening	Management systems to improve performance of specific tasks and funtionss ; microstructures	Incentive systems, utilization of personel, leadership, organizational culture, communications, managerial structures
Institutional reform	Institutions and systems ; macrostructures	Rules of the game for economic and political regimes, policy and legal change, constitutionsal reform

Source: Merilee Grindle S. (1997)

The implementation of Government Regulation Number 45 Year 2007 on Recruiting of Secretary of Village to be Civil Servant sometimes is facing the obstacle, especially the relationship between Secretary of

Village with The Head of Village itself, but this thing depends on optimalization of some positive effects on implementation of the requirement on the status of Secretary of the Village as civil servant, and also depend on how the anticipation steps of the Central Government and Local Government to the several negative effects which may occurs.

Many people think that responsibility and work load of Secretary of Village are much more than of other village apparatus and even the Head of Village itself, because the administrative thing is tended to be given to the Secretary of the Village while the thing that more political become the responsibility of Head of Village. By policy of recruiting Secretary of the Village to be Civil Servant is viewed as the way to give reward to Secretary of Village. In the Regency of Tapin, the recruitment of Secretary of Village to be Civil Servant is already started in 2008. But, there is still problem related to the policy of recruitment, which is from psychology, sociology, politic and economy.

From psychological side, the recruitment to be Civil Servant will trigger jealousy from other village staff, include the Head of Village. This will influence the work harmony and even become ineffective. From the sociological side, the recruitment will erode the natural autonomy position of village people, because one of the village staff already become local government's apparatus, and become long hand of local official. From political side, Secretary of Village with Civil Servant status will plays more important role than Head of Village. There is a fear that the authority of Head of Village will be eroded slowly and become the authority of Secretary of Village. Dualism of leadership of course will not so apparent, but the power, legitimation, and authority of Head of Village will be significantly eroded and the fear of shifting Head of Village position to be a only symbol of unity of the people in the village and the election process of Head of Village doesn't have high bargaining position anymore in the eye of village people.

Government Regulation on Secretary of Village to be recruited as Civil Servant is viewed as discriminative to Head of Village and other village's staff such as Head of General Affair, Head of Village Governance, Head of Village Development, which has similar status in village government, while the Secretary of Village still have position to be element of staff of Head of Village in the field of Secretariat. The regulation was written in Government Regulation Number 72 of Year 2005 and Regional Regulation of Tapin Regency which regulate the village governance.

In regards of consequence of special status of Secretary of the Village, which is as Civil Servant, the Secretary has multi function role, because other than as element of staff with the task to prepare all the resources of decision making for Head of Village, also act as coordinator for other village staff. The position of Secretary which be in the multirole position, demand the high competency, especially on organizational managerial technique, so that all the demand on this role can be executed well.

Based on the discussion above, therefore the problem statement were given as follows:

1. How was development of apparatus human resources for Secretary of Village recruited as Civil Servants?
2. How was the performance of Secretary of Village recruited as Civil Servant after implementing development?
3. What was supporting and hampering factors in development of apparatus human resources for Secretary of Village recruited as Civil Servant?
4. How was development model of apparatus human resource of Secretary of Village recruited as Civil Servant in establishing good governance?

## 2. Literature Review

### 2.1. Good Governance

Definition of good governance is "Governance which develops and implements the principles of professionalism, accountability, transparency, excellent service, democracy, efficiency, effectivity, law supremacy, and can be accepted by all people" (Government Regulation Number 101 of Year 2000).

The good governance is the one able to fulfilled 4 (four) requirements which are (1) have strong legitimation, (2) accountable, (3) competent, (4) respect to the law and human rights.

Lembaga Administrasi Negara (LAN) or State Administration Agency stated that the form of good governance is running efficient and effective, also solid and responsible, by keeping synergy of constructive interaction between state domains, business sectors and peoples (Basuki dan Shofwan, 2006). United Nation Development Programme (UNDP) required ten principles to establish good governance, in which people participation, law enforcement, transparency, equality, response power, visionary, accountability, monitoring, efficiency and effectivity, and professionalism.

### 2.2. Local Governance

The idioms regional governance or local governance comes from English word or Dutch idioms (*local bestuur*). Conceptually and empirically in some countries, idiom "*local*" in relation to *local governance* and *local autonomy* cannot be understood as region, but it is the local people (Indradi, 2008).

The constitutional foundation of local governance policy in Indonesia is very strong, because it written

in UUD RI (Constitution of Republic of Indonesia) 1945. Article 18 of the constitution stated “ The Unity State of Republic of Indonesia consist of province regions and province consist of regency and municipality, each province, regency, and municipality has its own local government regulated by laws.”

Law Number 32 of Year 2004 Article 1 Number 3 on Local Governance stated: Local Governance are Governor, Regent, and Mayor, and local office as running elements in local governance.

Regulation on local office based on Law Number 32 of Year 2004 determined in Verse 120 as follows:

1. Local offices of a province consist of local secretariat, secretariat of DPRD (Local People's Representative Assembly), local agencies, and technical local boards.
2. Local offices of regency/municipality consist of Perangkat daerah kabupaten/kota terdiri atas local secretariat, DPRD's secretariat, local agencies, and technical local boards, sub-districts and village.

in verse 126 which determined as follows :

1. Sub-district is formed in regency/municipality area as regulated in regional regulation in accordance with government regulation.
2. Sub-district as meant in Verse (1) is led by camat (Head of Sub-district) which in his task implementation get some authority of regent/mayor to deal with some local autonomy issue.

### **2.3. Village Governance**

Village is a bound in law unit of people which has area borders and has authority to govern and take care peoples interest based on the local origin and culture acknowledged and respected in the system of governance of Unity State of Republic of Indonesia (Government Regulation No 72 of Year 2005).

Village governance is a sub-system of national governance in the scope of Unity State of Republic of Indonesia which has authority to govern and take care of their people's interest.

Head of Village's assistant are chosen and or recruited by the Head of Village directly without any election process in accordance with condition of local people's culture and fulfilled formal requirement as stated in regional regulation or government regulation which ratified by Badan Permusyawaratan Desa (Village's Consultative Assembly) and called as village apparatus. In executing their task, the apparatus has responsibility to the Head of Village.

State apparatus consists of: (a) Secretary of Village, with the task to help the Head of Village in running the daily governance; (b) Executor Elements which is all the Head of Affair in the Village consist of 5 (five) Head of Affairs in which: Head of Governance Affair, Head of Development Affair, Head of General Affair, Head of People's Wealth Affair, and Head of Budgeting Affair.

### **2.4. Development of Apparatus Human Resources**

Flippo (1996) used the term development to the effort of increasing of knowledge or skill of employee. The concept of development is wider than education and training. According to Saydam (2006), that development of human resources is an activity which needs to be executed by organization in order to get knowledge, ability and skill in accordance with job requirement.

Guido (2005) stated that development of apparatus human resources aimed in increasing of technical capability, theoretical, conceptual and morale of the employee in order to have good work performance and achieve optimum results.

Quality of apparatus human resources are related to two aspects in which physical aspect (physical quality) and non-physical aspect (non-physical quality) which related to ability to work, think and other skills. Because of that, the effort to increase quality of apparatus human resources could be directed toward these two aspects. To increase the physical quality could be done by health and nutrition program. Meanwhile, to increase quality or capability of non physical, education and training is the most needed. This effort is by means of development of apparatus human resources development (Notoadmodjo, 2003).

One of the important instruments in developing of apparatus human resources according to Siagian (2004) is by education and training. This is based on the thinking that the people need to be served by government apparatus always develops and move dynamically, caused by higher level of education, so that quality and level of knowledge of government apparatus need to be developed continuously.

The objective of development of apparatus human resources according to Caiden (1969) is establishing of healthy administration. Healthy administration has characteristic of: (1) Ideal Optimum: attaining administrative perfection; (2) Practical optimum: attaining the highest level of performance; (3) Satisficing optimum attaining a satisfactory level of performance.

According to Keban (2001), the development of government apparatus human resources need to be focussed on: Skills and expertise; Vision and knowledge; Talent and potency; Behaviour and work motive; Morale and work ethic.

Professional ability dan technical skills of employees also including staff and field employee element in the scope of regional government are needed so that the governmental management can be executed

effectively and efficiently. Which are needed is not only the sufficient amount but also the quality of the employee need to be measured by reviewing their background of education, skill, work experience, the level of rank, and employment status.

### 2.5. Performance of apparatus in order to realised Good Governance

Rue and Byars (1980) define performance as level of result achievement or "the degree of accomplishment". Performance is a level of result achievement which can be measured and known. Robbins (1996) stated that performance can be articulated as function of interaction between ability, motivation and obsetion so that  $performance = f(A \times M \times O)$ . Wexley and Yuki (2000) identified the factors which influence the performance are work discipline and motivation. Tiffin and McCormick (1975) stated that 2 (two) kind of factor may influence someone performance which are: individual and situational factors. Watson in Hirst, Mark K. in Siagian (2001) has opinion that measurement of performance divided by three kind of measurement: Internal measures, Interpendency measures, Environmental measures.

### 2.6. Recruiting of Secretary of Village to be civil servant

To establish governance and development, the regional area need to have adequate authority. In Article 10 and 11 Law Number 32 of Year 2004 give wide authority and regency and municipality has obligation to execute it.

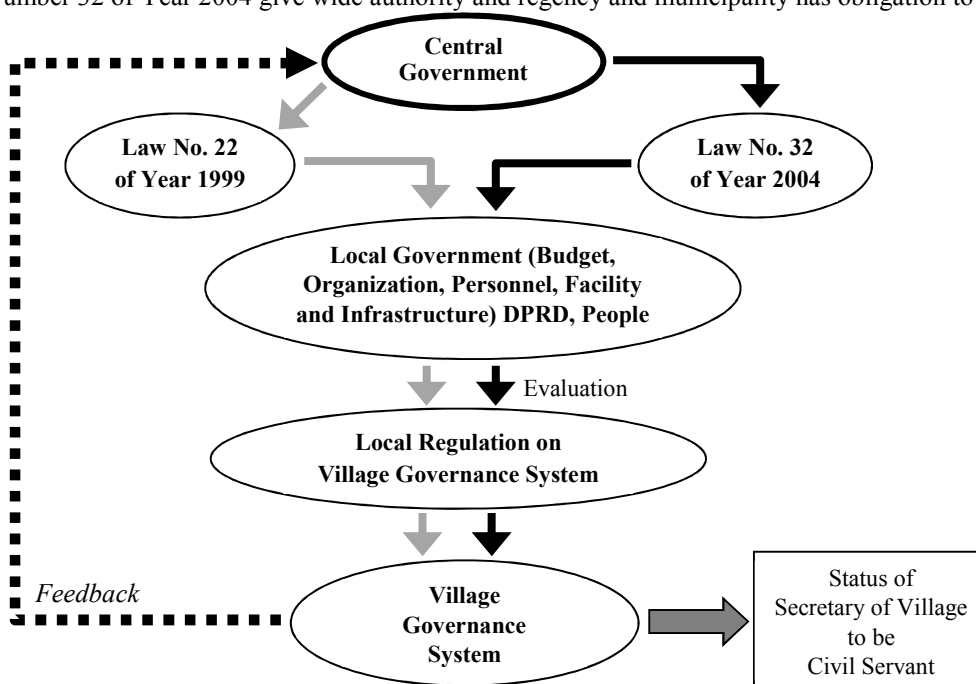


Figure 1. Consideration of Recruiting of Secretary of Village to be Civil Servant

Source: Riawan (2005)

Secretary of Village recruited as civil servant need obey on the regulation on civil servant. The civil servant is every citizen of Republic of Indonesia which fulfils certain requirement, recruited by authorized officer and given responsibility in state position, or other state task, paid according to in effect regulation. Secretary of village as civil servant is not only as element of state apparatus but also as nation servant and people servant which always lives in their people and work for the interest of their people.

According to Idrus (2001) "Civil servant has two definitions, the first one is meaning of job or profession and the second one mean to serve. As job or profession, someone hold the status of civil servant need to give first priority to people interest, nation, and state from their own, group or their categorized one, the service make different of civil servant and non-civil servant."

Secretary of Village which already fulfilled the requirements to be recruited as civil servant in certain position and level of position according to laws and regulations in effect, the recruitment of civil servant cadet to the civil servant is by decision of .employment officer, a civil servant cadet can be installed as civil servant when fulfil the following requirements :

1. Show the full obedience to Pancasila, Constitution of 1945, State and Government.
2. Show the good attitude and manner.
3. Show skill in executing the task.
4. Have fulfilled the physical fitness and psychology to be installed as civil servant.
5. Graduate from Pre-Positioned Training. (Idrus, 2001)

### 3. Theoretical Framework

Muluk (2004) stated that village governance is an activity in establishment of governance which executed by Village Government and Village Representation Assembly. Village Representation Assembly is a legislative and monitoring institution in the implementation of village regulation, budgeting and decision of Head of Village. Instalment of Secretary of Village to be civil servant as stated in Law Number 32 of Year 2004 Article 202 verse (3), is expected to give contribution to the performance of Secretary of Village as prime mover of village governance administration, able to created village administration order, able to give service with higher quality and satisfied, and support the establishment of good governance. Based on the thinking above, it can be constructed conceptual and thinking model as analyzing tool as given in the following figure.

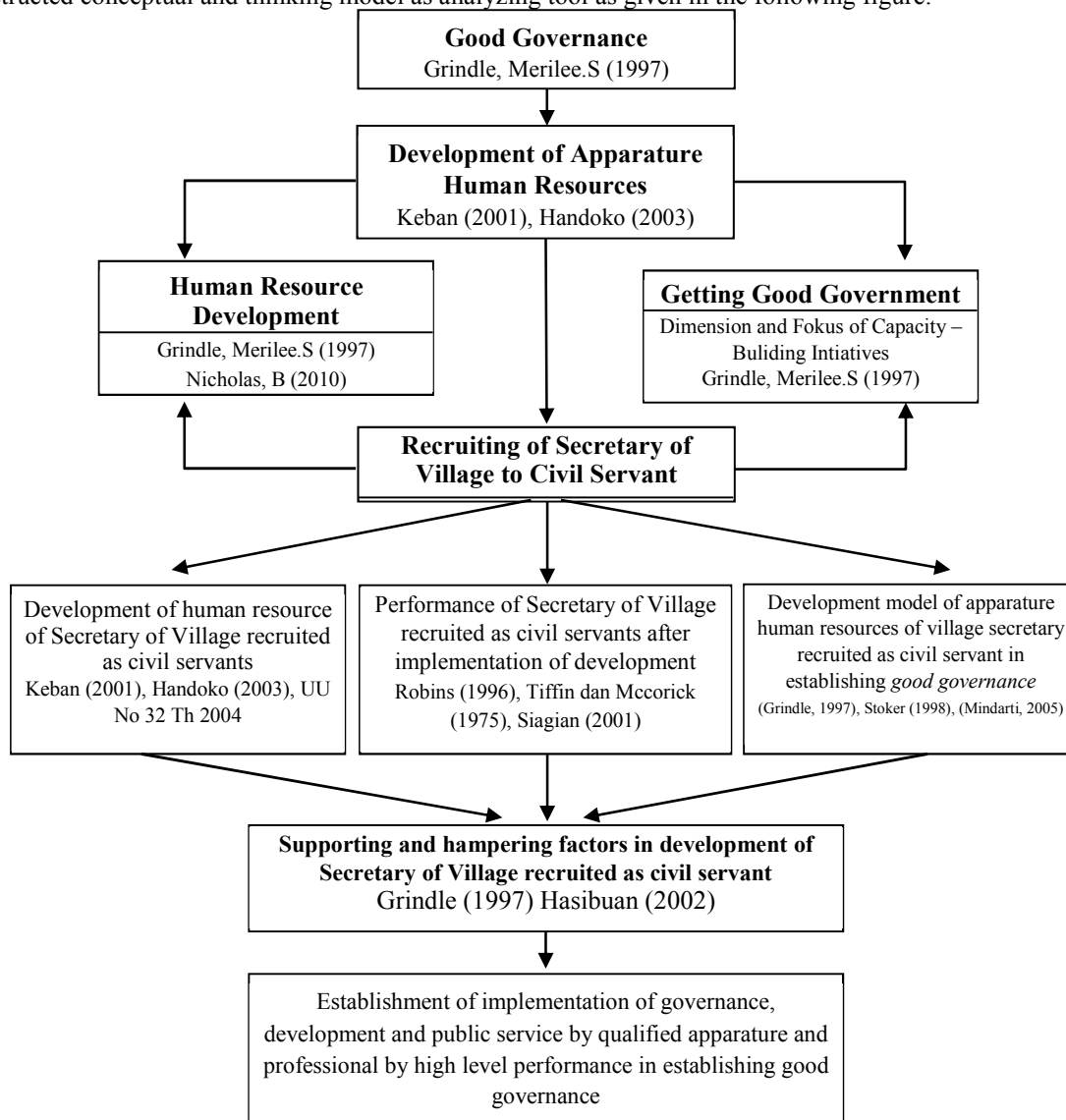


Figure 2. Theoretical Framework

Source: Problem statement, research objective and focus and framework of research theory (modified) (2014)

### 4. Methods of Research

The research is qualitative one which make important the meaning, context, and perspective on instalment of Secretary of Village to be civil servants. The source of data consisted of primary and secondary ones. Primary data came from in depth interview from informant and secondary data came from documents, places, and events, Quantitative data analysis in the research referred to the theory offered by Miles and Huberman (1992) by interactive model.

The research was conducted in Tapin Regency which has area of 2.626,72 km<sup>2</sup>, in which 4,23 % of total area of South Kalimantan Province, consisted of 12 sub-districts and 133 villages.



## 5. Results of the Research and Discussion

### 5.1. Development of apparatus human resources for Secretary of Village recruited as civil servants

To create secretary of village recruited as civil servants which has good performance in the era of local autonomy and to establish good governance therefore it need to develop apparatus human resources (i.e. Secretary of Village). Development of apparatus human resources for secretary of village is one effort in contributing of increase of performance of secretary of village in perspective of good governance in Tapin Regency. One of the effort in developing of apparatus human resources is by education and training conducted to form and increase professionalism and work discipline of government apparatus, anticipate complexity of task and problems may be faced in implementing local autonomy.

The program of development of apparatus human resources for secretary of village recruited as civil servant in Tapin Regency conducted by education and technical training. By this activity, it is expected to give a chance for village government's apparatus especially of secretary of village recruited as civil servant to increase the their capability and skill. These capability and skill will be useful in the field related to leadership, managerial, supervisory, and technical. The capability is much needed in supporting of establishment of village governance which has ordered administration, professional public service in establishing good Governance in sub-district North Tapin, Tapin Regency.

Implementation of development of apparatus human resource for secretary of village recruited as civil servant are :

a. By education and training (Workshop)

The type of education and training programmed and implemented by Government of Tapin Regency were based on Government Regulation Number 101 of Year 2000 on Education and Training of Civil Servant installed in 10 November 2000. Referred to Government Regulation Number 101 of Year 2000, the type of education and training (Workshop) were consisted of Pre-job Workshop and In Job Workshop. Pre-Job Workshop is conducted to give knowledge in order to forge national vision, dignity and ethics of civil servants, instead of giving the basic knowledge in implementing of state governance system, scope of work and organizational behaviour in order to be able to conduct their task and its role as people servants.

b. By methods of On The Job Training and Off The Job Training

Education and training (Workshop) is not quite supporting of establishing and increasing of professionalism and work discipline of secretary of village recruited as civil servant so that it is not maximal in anticipating complexity of the task and problem may be faced in implementation of local autonomy. The development program of government apparatus by education and training should be directed to the type and the program really in accordance and needed by local condition.

Development program by on the job training and off the job training for secretary of village is not directed clearly on the type and program which really in accordance and needed by local condition.

Meanwhile, the objective of education and training (Workshop) are as follows:

- 1) For apparatus (secretary of village) recruited as : Giving skill and knowledge, boosting morale, improving performance, helping apparatus in facing the changes, either in organizational structure, technology, or human resources and supporting career of apparatus (Secretary of Village) recruited as civil servant.
- 2) For village government: Fulfilling the need of human resources planning, decreasing of cost implementation of governance, decreasing of level of defect and accident.
- 3) For the people: getting better service and qualified for not too long service.

### 5.2. Performance of secretary of village recruited as civil servant after implementation of development

The performance of civil servants secretary of village in Tapin sub-district, Tapin Regency after activity of development of apparatus human resources by education and training (Workshop) consisted of their main task and function as civil servant, physical education and physical fitness, ethic and discipline of civil servant and official writing. The importance of such workshop for secretary of village recruited as civil servants, especially in changing their thinking pattern which is nor civil servants before. There are consequence need to be followed when they are civil servant, in which obeying the rule and procedure in government. The content in workshop are Employee Management, Civil Servants, Thinking Pattern, Village Administration, Administration of Governance and Village Institution, Planning of Village Development, Village Budgeting, Writing of Village Law Product Technique, Public Service Management, National Vision, and Leadership in Organization.

The objective of workshop is to increase performance of secretary of village, such as conducting village administration, drafting of village development plan, drafting and writing of village budgeting, drafting/making RPJMDes (Middle Term Village Development Plan). From the side of good governance, it can be shown from transparency or better freedom, able to increase the quality of public service.

Performance evaluation of secretary of village recruited as civil servant after development program consisted of :

a. Work quantity

- b. Work quality
- c. Time to finish the job

Quantitatively, secretary of village still not be able to achieve planned quantity, qualitatively the work results still the same as before they recruited as civil servant, and from the finishing time also is not on time. This was caused by the secretary of village still cannot put themselves as State Apparature (Civil Servant),so that development activity still cannot give big contribution to the performance of secretary of village.

### **5.3. Supporting and hampering in developing of apparature human resources for secretary of village recruited as civil servant**

The hampering factors in development of apparature human resources for secretary of village recruited as civil servant are as follows:

1. Participants  
Secretary of village as participants have not heterogeneous background, so that make difficult and hampering the running of training and education.
2. Trainer or Instructor  
Trainer or instructor still not adequate enough so that cannot transfer their knowledge to the participants, as the results the planned target cannot be achieved.
3. Development facility  
Inadequate facility and infrastructure of development so that make difficult and hampering the progress of development.
4. Curriculum  
The curriculum which established and teaches is not in accordance with so that cannot support the target as set.
5. Not clear on budget for development.

Meanwhile, the supporting factor is the demand of performance of village government to be better and the willing and motivation of secretary of village is high enough to follows the development.

### **5.4. Model of development of apparature human resources for secretary of village recruited as civil servant**

Model of development of apparature human resource for secretary of village recruited as civil servant effectively and efficiently in the perspective of Good Governance are as follows:

## **6. Conclusions**

1. The implementation of Education and Training (Workshop) is in accordance with the main task and function of apparature so that it is not supporting in establishment and increasing of professionalism and work discipline of Secretary of Village and it is not maximal in anticipate the complexity and problems may occurs in implementation of local autonomy. The development program by On the job training and off the job training for Secretary of Village is not directed well on the type and program which in accordance with the need of regional conditions. If the implementation of development of apparature human resources for Secretary of Village installed to be civil servant in accordance with the Workshop, then the main task and function as State Apparature could be fulfilled.
2. Quantitatively, Secretary of Village is not able to achieve the set plan, qualitatively the work result still as same as before they are installed as civil servant, and from the time to finish the job also is not in time. This is caused by the Secretary of Village is not able to put themselves as State Apparature, so that the activity of development cannot give big contribution to performance of Secretary of Village. If after the implementation of development, performance of Secretary of Village increase, then the village governance administration quantitatively and qualitatively can be achieved.
3. The supporting factors which are the positive response from all the parties, the high level of interest of Secretary of Village to involve in development program, and people demand to better performance of village governance apparature. Meanwhile, the hampering factor is not established the fixed time and schedule for development of Civil Servant Secretary of Village and is not complete of stuff and content in development of Civil Servant's Secretary of Village which is considered too much.  
If the supporting factor are optimized and hampering factor of development of apparature human resources for Civil Servant's Secretary of Village is solved, then the system and program of development, governance and public service can be achieved.
4. If development model of apparature human resources installed as civil servant has been planned, in accordance with, programmed, effective and efficient, so that the good governance can be established in village governance, village development and public service.

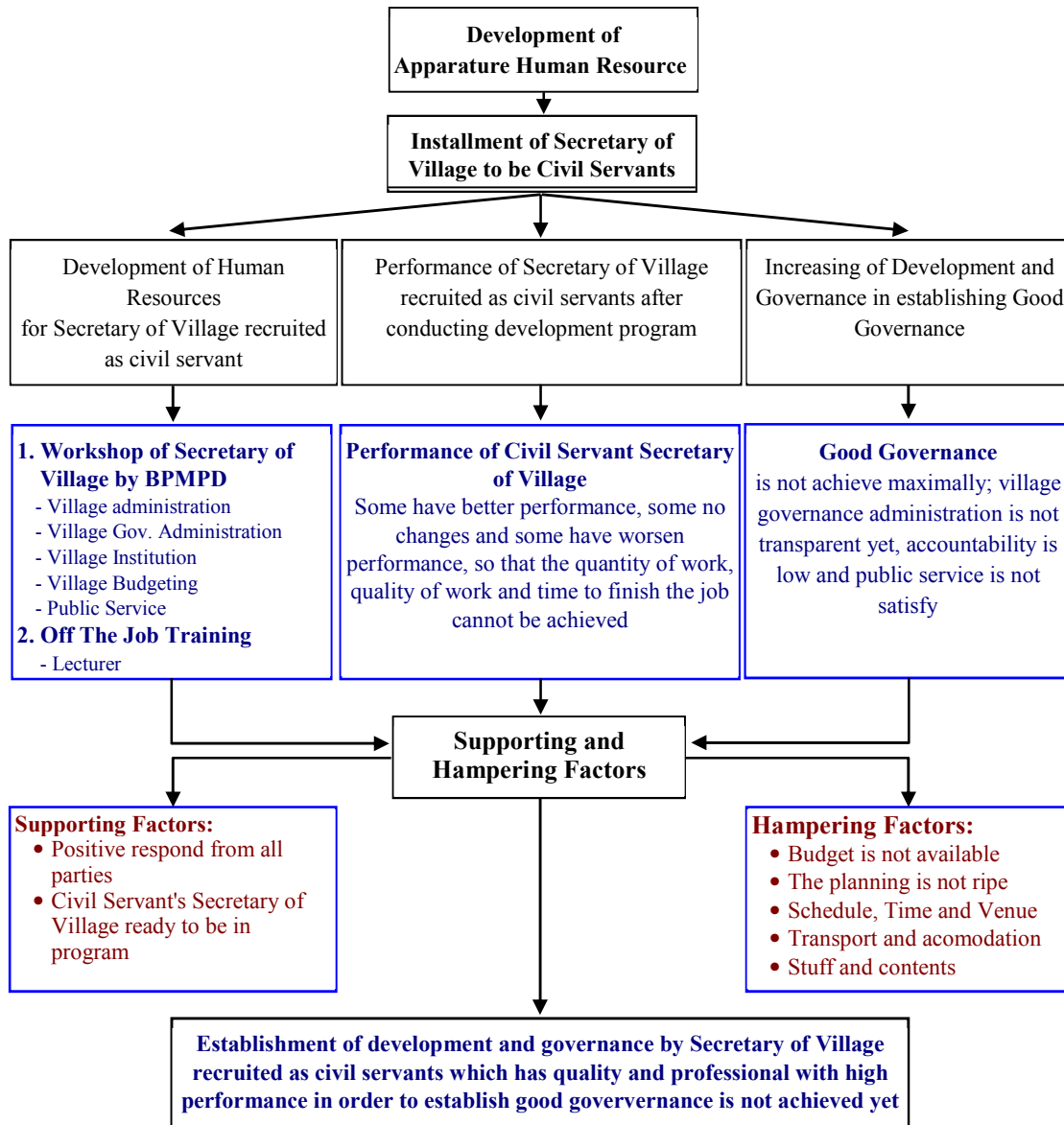


Figure 3. Empirical Framework of development of apparatus human resource in increasing performance in effort to establish good governance for Secretary of Village in Tapin Regency

Source: Results of research (modified) (2014)

Note: The coloured one is empirical fact of the research

Development of Secretary of Village which be conducted is not achieved it goal, because they still don't have vision in their work scope which become their job., has technical skills to be able to systematically think, analytically and comprehensively and capability to do their job which become their task. So that, from the result of research, researcher recommend model of development of apparatus human resources to increase the performance in order to establish good governance for Secretary of Village in Tapin Regency as follows:



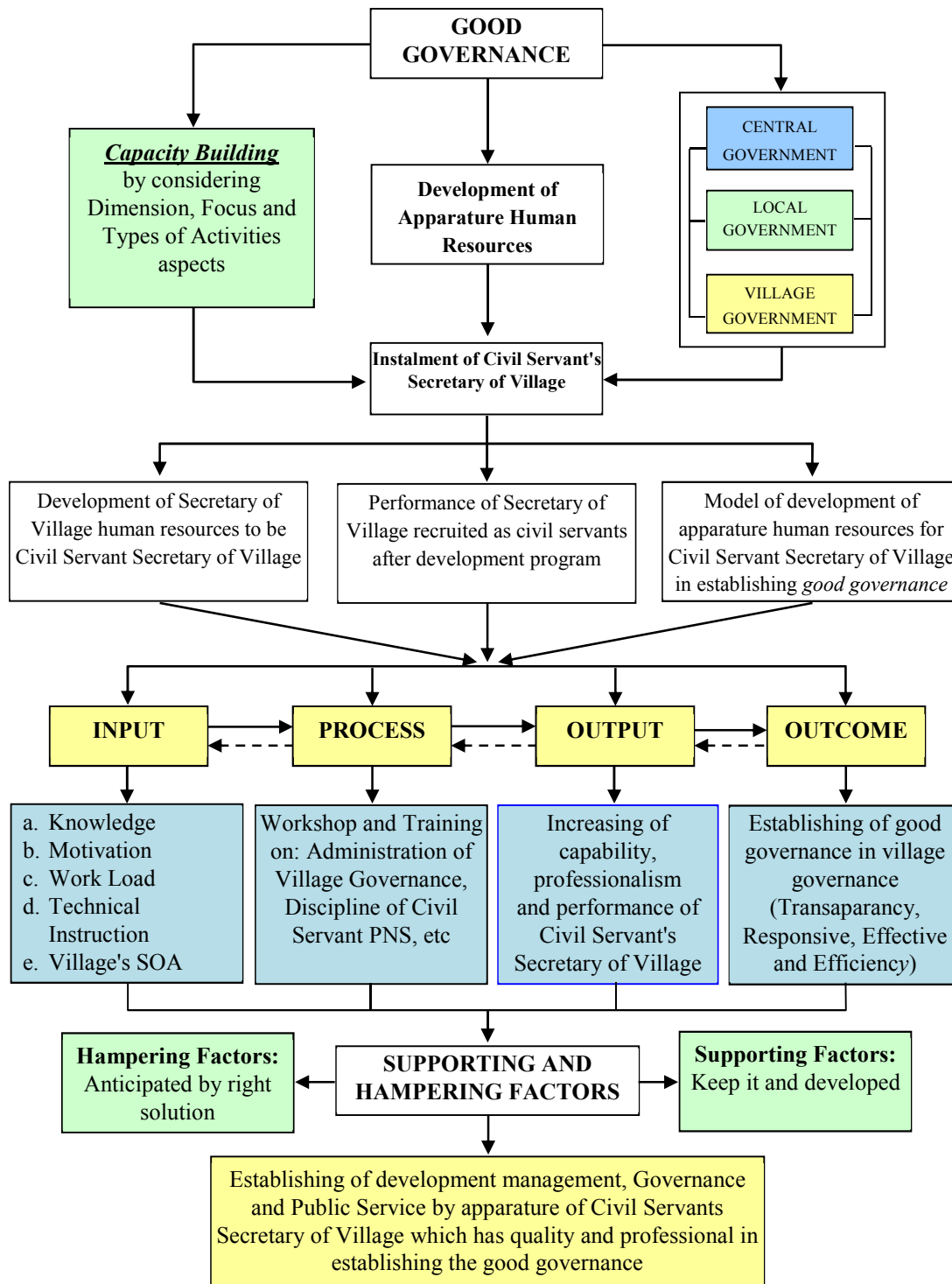


Figure 4. Recommended model of development of apparature human resources in increasing of performance in effort to establish good governance for Civil Servant's Secretary of Village in Tapin Regency.

Source: Answering the problem statement and research objective based on research, modified (2014)

Note: The coloured one is recommended research model

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